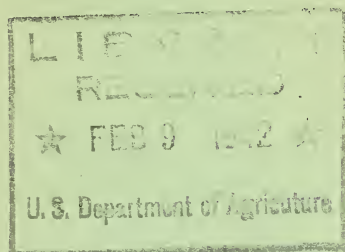


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Report of the Director of Personnel 1941



REPORT OF THE DIRECTOR OF PERSONNEL, 1941

UNITED STATES DEPARTMENT OF AGRICULTURE,
OFFICE OF PERSONNEL.

Washington, D. C., June 30, 1941.

HON. CLAUDE R. WICKARD,
Secretary of Agriculture.

DEAR MR. SECRETARY: I respectfully submit the following report of personnel administration in the Department of Agriculture, covering the period from July 1, 1940, through June 30, 1941.

ROY F. HENDRICKSON, *Director of Personnel.*

INTRODUCTION

It is often said that the United States has the raw materials and mechanical and human energy to outproduce any present or potential rivals. But it can win the battle of production only if it achieves maximum effective utilization of these resources.

This need for maximum efficiency, in the broadest sense of the word, is imperative on all who have a part to play in the defense program, including the Department of Agriculture. The Department must use its resources well.

I. THE RESOURCE—THE PEOPLE OF THE DEPARTMENT

The major resource the Department of Agriculture has is the people who work for it and with it. The activities of the Department can never be anything more than the sum of the individual activities of these people. The Department's contribution to the defense effort is simply the sum of the individual contributions of these people. The current situation of the Department as a whole, therefore, can be better understood by knowledge concerning these people.

NUMBERS

There were 23,748 fewer people employed in the agricultural program on June 30, 1941, than there had been a year previously. The total number so employed was approximately 397,089 in 1940 as compared with 373,341 in 1941. Of this 373,000 only some 92,425 were direct employees on the pay rolls of the Department of Agriculture. The remaining 280,916 consisted of indirect employees including collaborators who advise the Department but receive no compensation from it; agents of the cooperative Extension Service who are employed by the States or counties but whose salaries are partly

paid from Department funds; the farmer-elected committeemen who run the Agricultural Adjustment Administration program in the counties, and the employees of these committees; the Civilian Conservation Corps enrollees who work on the projects of the Soil Conservation Service and the Forest Service; project workers and supervisors on the State and Federal WPA projects sponsored by the Department; appraisers employed by the Federal Land Banks and employees of the Regional Agricultural Credit Corporations, both of which are under the supervision of the Farm Credit Administration; the employees of the Rural Electrification cooperatives, private non-profit corporations which are supervised by the REA; and employees of the Reconstruction Finance Corporation who are engaged in Commodity Credit Corporation work.

The decrease in employment recorded included 7,105 people in the direct employment group and 16,643 in the indirect category. In the former group most of the decrease came among Letter of Authorization employees¹ in the field and reflected curtailments of the field work programs of the Forest Service, the Soil Conservation Service, and the Bureau of Entomology and Plant Quarantine. These agencies, as well as the Bureau of Agricultural Economics also showed decreases in the number of regular Washington and field personnel, reflecting curtailment of non-defense budgets and programs. In contrast, agencies such as the Office of Foreign Agricultural Relations, the Surplus Marketing Administration, and the Commodity Credit Corporation which have undertaken new direct defense activities showed increases in personnel. An increase was also shown by the Bureau of Agricultural Chemistry and Engineering as a result of the opening of the new regional research laboratories.

In the indirect employment group major decreases occurred in the number of CCC enrollees and WPA workers engaged in Department work, reflecting curtailment of these emergency programs in line with defense reemployment. The number of employees of AAA county committees, on the other hand, was slightly increased to keep pace with the new responsibilities placed on the committees in connection with the "Food for Freedom" and other defense agricultural programs.

It is noteworthy that the Department was able to absorb its important new responsibilities in connection with the defense effort with a net decrease rather than an increase in personnel. By way of contrast, the impact of the World War emergency made necessary an increase of some 25 percent in the personnel of the Department in the single year 1917-18. Again from 1933 to 1934 an increase of 31 per cent was necessary to meet emergency demands. No similar increase in the number of people who work for the Department is now in sight and indeed the general trend should be downward as operating methods and seasonal variations are smoothed out.

LOCATION

Increasing pressure on available office and living space in the national capital has resulted in considerable discussion of the possibil-

¹ See glossary.

ity of further decentralization of Government personnel. The Department of Agriculture has long followed a policy of delegating as much authority as possible to the field, and keeping as few employees as possible in Washington. This policy has resulted in a steady increase from year to year in the percentage of Department employees located in the field until, on June 30, 1941, 86.4 percent of the Department's Secretarial¹ employees had their headquarters there. In effectuation of this policy in 1941 sizable moves to the field were made by the Commodity Credit Corporation which moved its Cotton Division, with 60 employees, to New Orleans; and the Agricultural Marketing Service, the Soil Conservation Service, and the Bureaus of Plant Industry, Entomology and Plant Quarantine, and Home Economics which moved a total of some 464 employees from Washington to Beltsville.

As the fiscal year closed, the Department was engaged in special studies to determine which other units and functions could be similarly decentralized. Careful investigation showed that a total of some 700 additional employees could be so moved without serious hardship and that an ultimate maximum of about 2,600 out of a total of 13,148 employees in Washington could be moved if absolutely necessary. To reach the latter figure, however, would entail progressively large expenditures and would mean progressively serious disruption of essential inter- and intra-departmental lines of contact.

EMPLOYMENT STATUS

The theoretical ideal toward which civil service reformers have worked is a situation in which all new Government employees get their jobs through open competitive examinations and thereafter hold them on a permanent basis. It is certain that this ideal can never be perfectly attained in practice. As long as the Government is a complex and dynamic organism there will always be jobs which are of short duration or require such special or unusual qualifications as to make it impractical to fill them through open competition. Again as long as the work load of the Government fluctuates from day to day, month to month, and year to year to meet changing demands, permanence of tenure for every employee cannot be achieved. These necessary exceptions are recognized in civil-service laws and regulations. In the Department in recent years numerous additional legal exceptions have been superimposed on this irreducible minimum of necessary limitations on these career service ideals. Because of their emergency character, many of the newer agencies of the Department were excepted from civil-service requirements. However, as it became apparent that the programs established in an emergency had a more or less permanent role to play in American life, the number and scope of these exceptions has been gradually reduced. The final step in this process came in 1941 with the passage of the Ramspeck Civil Service Act which, when it takes effect, will cover most of the Department's employees into the civil service system.

Thus the present picture of the employment status of Department workers represents a transitional phase. There are fewer "excepted"¹ employees than there were a year ago. There are many more than there will be a year hence.

¹ See glossary.

Of the 89,511² positions occupied in the Department on June 30, 1941, some 29,034 were classified civil service positions,¹ 1,109 were unclassified positions,¹ 6,771 were Letter of Authorization positions, and a total of 52,602 were excepted positions. Of the latter group 48,556 were excepted by law, while the remainder were excepted by schedule A of the Civil Service Rules¹ (3,926); Executive Order (116); or Presidential appointment (4). As compared with the situation a year before, this distribution shows a decrease of over 23,000 in Letter of Authorization positions and substantial decreases in unclassified positions and positions excepted from civil service requirements under Schedule A. At the same time there was an increase of some 17,000 positions in the excepted-by-law¹ class, and an increase of about 1,000 in regular classified civil-service positions. These increases were largely accounted for by absorption into these classes of many thousands of former Letter of Authorization employees and by the transfer of some 715 positions from the excepted to the classified group.

There are more people with civil-service status employed in the Department than there are civil-service positions. This discrepancy results from the fact that the Department has gone beyond the minimum requirements of law and has, in some 6,000 cases, appointed people who have qualified in civil-service examinations to positions in which such qualification was not legally necessary.

In terms of tenure, 41,098 of the Department's direct personnel are employed on a permanent basis. About 38,143 are employed with an "emergency" or "duration" status; 3,499 are on a temporary, part-time, intermittent, or seasonal basis; and 6,771 are employed for brief periods under Letters of Authorization. During the year there were very sharp reductions in the number of Letter of Authorization employees and in the other temporary classifications. The number of employees in the emergency or duration group was also to be sharply reduced at the beginning of the fiscal year 1942 when appropriations for many of the newer activities of the Department were to be changed from "emergency" to regular funds.

This information on the legal tenure of employees of the Department indicates an accelerating trend toward career service in Government. The extent to which this ideal has actually been achieved in practice is indicated by the results of a recent special study of the length of service of the Department's personnel. It showed that, in spite of the fact that most of the largest programs of the Department are not more than 6 to 8 years old, and in spite of a relatively large turnover of employees in the past year, the average length of service of all Department employees was 6.14 years. The average ranged from 5.52 years in unallocated positions to 10.01 years in positions in the subprofessional service. Significantly, the average length of service increased greatly with the grade of the positions. Thus, in the second highest grades of the professional and CAF services, the average length of employment was 19.33 and 18.50 years, respectively. These figures indicate very strongly that the career service ideal is in fruitful operation in the Department of Agriculture.

¹ See glossary.

² This figure is derived from the 92,425 direct employees listed above as being on the pay roll on June 30 by subtracting 326 force account employees and 2,588 employees who were on the pay roll but on leave without pay.

CHANGES DURING THE YEAR

All of the figures which have been given so far about the employees of the Department are headed "as of June 30, 1941." They are misleading insofar as they represent the employees of the Department as a constant body with constant characteristics. As a matter of fact, the whole picture is dynamic, changing from day to day. Altogether some 114,000 personnel actions of various sorts affecting the 76,865 secretarial¹ employees of the Department passed through the Office of Personnel during this period.

Some 15,000 of these actions represented new people coming to work for the Department. Of these, 3,168 received probational appointments from civil-service lists, while 11,468 were appointed to excepted-by-law positions.

PROMOTIONS

Meanwhile some 17,312 positions were filled by transfer or promotion of people already in the Department. The fact that more than half of the vacancies filled were filled from within the Department is further evidence of the development of the career service ideal previously discussed. Even more significant are the results of a special survey of the filling of vacancies in the top ranks of the Department. Of the 532 positions paying \$3,800 a year or more which were filled in the Department in the last half of 1941, 418, or 78.57 percent, were promotions of people already in the Department. In four bureaus of the Department this proportion was 100 percent.

Looking at the promotion picture in another way, about 24.8 percent of all employees received a promotion of some kind during the year. This percentage varied from as low as 9 percent in some bureaus to as high as 66 percent in others.

There are two types of promotion provided for Federal employees. Administrative promotions involve a salary increase within the pay range of a classification grade. Grade promotions, on the other hand, involve a substantial change in the work of the employee—that is, an increase in duties and responsibilities sufficient to justify a higher classification grade. The number of administrative promotions declined sharply during the year while the number of grade-to-grade promotions increased. The decline in the number of administrative promotions was due to restrictions placed upon the use of funds for this purpose by the Bureau of the Budget, pending establishment by the Congress of a semi-automatic formula for granting such raises.

There is strong evidence that this curtailment of administrative promotions had serious negative effects for the Department as a whole. Fortunately this situation will, in considerable measure, be corrected when the Mead-Ramspeck Promotion Act takes effect and appropriations are made to support it.

SEPARATIONS

Altogether in the fiscal year 1941 some 13,780 regular employees left the service of the Department. Of these 1,127 were on furloughs for military duty and it is presumed that most of them will return

¹ See glossary.

to the Department upon completion of their service in the Army. Of the 12,563 employees who left permanently, some 4,931, or 38.97 percent, were laid off because of lack of work; 261, or 2.06 percent, were dismissed; 2,106, or 16.64 percent, left for personal reasons, largely to take jobs elsewhere; 207 retired, and 219 died. As compared with previous years, there was a considerable decrease in the number of employees laid off because of lack of work during the year, and a considerable increase in resignations to accept positions elsewhere, reflecting increased opportunities in defense work. Of the 261 direct dismissals, some 30 were in the probational period served by new civil service employees. This indicates some, if not very vigorous, use of the probation period for its avowed purpose of serving as a final testing device for new employees.

Of the 207 retirements, approximately 50 percent were compulsory, 19 percent were voluntary, and 31 percent were on account of disability.

This then, in brief, is the story of the people who are the Department of Agriculture and the milestones in their relations to their jobs which occurred in 1941. These recorded events and the infinitely more numerous unrecorded but equally significant personnel adjustments which took place in the Department did not just happen. To bring them about smoothly and in keeping with the demands of law, effective administration, and democratic concepts of human relations, required an extensive personnel organization working behind the scenes. Some of the activities and ideology of this organization, particularly that part of it which is included in the Office of Personnel, will be described in the next section of this report.

II. THE PERSONNEL PROGRAM OF THE DEPARTMENT

The special function of personnel administration is to foster, by every available means, the maximum effective utilization of the resources of human energy available to the Department. Central and bureau personnel offices and supervisory officials up and down the line share responsibility for carrying out this function.

The Department recognizes that there are just three ways of increasing the amount of applied human energy devoted to its programs. First, the number of people at work can be increased. As the figures given in the preceding section have shown, this has been done in the past year in some areas particularly connected with the defense effort. Total Department employment was, however, reduced.

Second, the store of applied energy can be increased by increasing the number of hours each person works. This method is useful only in the short run, for it inevitably takes a physical toll on worker efficiency. In the past year many Department employees worked far beyond the prescribed hours but every effort has been made to keep overtime to a minimum.

The third, and in the long run, the most fruitful way of increasing the total amount of work done is to increase the effective output of each man-hour of work. This is the end to which most of the personnel efforts of the Department have been devoted. In the Department, as elsewhere, the only ways of achieving this end, other than by the short-sighted and undesirable speed-up, are to increase the

level of skill of the people employed by the Department; to increase the will of those people to work; and to improve the organization and methods by which the work is done.

There was intensified activity on all three of these fronts in 1941.

MAXIMIZING SKILL—SELECTION

If the average level of skill among Department employees is to be as high as possible, the first necessary step is to see to it that the people the Department hires are the most able people available. Central departmental responsibility for doing this basic job is vested in the Division of Employment of the Office of Personnel. The task of this Division is always difficult. It was made more so in 1941 by the necessity, occasioned by the impact of the defense program, of meeting more demands for personnel more rapidly in an increasingly competitive labor market.

To meet 1941's heavy demands effectively, employment functions were reallocated; the Division of Employment was entirely reorganized; and employment methods were improved.

Responsibility for various steps in the process of hiring a new departmental employee is divided among the Civil Service Commission, the Office of Personnel, personnel officers of the bureaus, and line officials and supervisors. In recent years there has been a more or less constant drive in the Department to push these responsibilities down the line, so that each step in filling a job will be performed as near to the job itself as is legally permissible and administratively feasible. This drive was continued at all levels in 1941. The Civil Service Commission delegated to the Office of Personnel responsibility for administering noncompetitive examinations for promotions to ten types of clerical positions. As the year ended, plans were under way to provide for clearance of a wide range of other promotions by the Department without prior approval of the Civil Service Commission. Within the Department a major move in the direction of decentralization of personnel work was accomplished with the delegation to approved field employment officers of authority to employ personnel through the District Civil Service offices and make other personnel changes, with only a post-audit by the Office of Personnel. The work of making investigations on non-civil-service personnel was also placed entirely in the hands of bureau officials during the year.

At the same time, the Division of Employment was reorganized so that its part of the task of filling jobs in the Department could be performed more expeditiously and on a more personalized basis. The Division itself was created in August 1940 by combining part of the former Divisions of Qualification and Training with the Division of Appointment Records. The new Division was assigned responsibility for all phases of employment work at the Department level. Within the Division, four liaison units were established, each serving a certain group of bureaus in all matters having to do with placement and relations with the Civil Service Commission. A special clerical placement unit was also established to handle recruitment in this type of work and operate a departmental stenographic pool.

On the procedure front, changes in routing and elimination of unnecessary clearances brought about a reduction of 23,329 pieces, or

about 40 percent, in the volume of mail coming into the Division in 1941 as compared with 1940.

Within this modified framework of authority, organization, and methods, the Division continued to play its assigned role in each of the various processes by which jobs are filled in the Department and by which the status of employees is changed through promotion, transfer, and reassignment.

The staff of the Division of Employment interviewed an average of 25 applicants per day. In addition, approximately 30 applications were received by mail per day, and letters to applicants totaled approximately 200 per week. Advertisements of 102 vacancies brought an additional 1,500 applications. 379 persons recommended by the Office of Personnel to bureau officials were given employment.

Of the total number of examinations given by the Civil Service Commission during the year, 32 were for the exclusive use of this Department. Department personnel and subject-matter specialists participated in the preparation of all of these examinations. A personnel technician trained in test and measurement techniques was added to the staff of the Division of Employment during the year to assist in this work.

A total of 2,280 certificates were requested from the Civil Service Commission, some 423 more than in the preceding year; 16,657 names were included on these certificates and over 3,000 persons were chosen from them for probational appointments.

On its own account the Department gave noncompetitive qualifying examinations to 1,866 applicants for non-civil-service positions, and 1,006 candidates for promotion. These were almost entirely in such fields as stenography and various forms of clerical work.

A large part of the task of the Division of Employment consists, of course, of the day-by-day review and approval of the more than 114,000 personnel actions mentioned earlier in this report and establishing and maintaining necessary records of all personnel transactions. Appointments, promotions, transfers, changes in job title, demotions, suspensions, furloughs, terminations, and the like must all be carefully reviewed for conformity with the laws of Congress and the rules and regulations promulgated by the Department, the Civil Service Commission, and other authorities.

Beyond these specific activities, the Office of Personnel exercised general supervision over employment policies and practices in the Department and acted to set standards and give information and counsel to the bureaus to the end that the notably high level of skill in the personnel of the Department should be maintained and improved in the present difficult period. It is anticipated that the coming year will present even more difficulties in the employment field as the current defense problems are extended and the Ramspeck Act, requiring examination of the qualifications and change in status of some 15,000 Department employees, takes effect. Extensive preparations to facilitate the efficient handling of these problems were under way as the year ended.

Despite the vigorous efforts which have been described, the Department is still a long way from the achievement of an ideal program of selection and placement. If maximum productivity is to be attained there is need for further positive effort to find, for each em-

ployee, that job in the Department which gives him the best opportunity to use all of his abilities and aptitudes. Before this need can be met, there must be extensive research to refine available techniques for measuring aptitudes and considerable expansion of placement facilities.

MAXIMIZING SKILL—TRAINING AND EDUCATION

The selection of the most able people to do the work of the Department is only part of the problem of achieving the highest possible level of skill among the working group. Another and equally important part is to maintain and increase the ability of the people already employed. This task in turn may be divided into two closely related aspects—training and education. In Department usage the term “training” is applied to effort to increase the skill of a person in performing the duties of a job to which he is immediately assigned or may be assigned in the near future. This effort is of an official nature and is usually carried on during working hours under direct official supervision.

The term “education,” on the other hand, is applied to nonofficial study outside working hours. It is usually aimed at broadening the background of the individual and preparing him for work of a different or more advanced nature than that to which he is immediately assigned. It is the policy of the Department to encourage maximum participation of its employees in both of these types of self-improvement activities. Its most direct and primary interest is, however, in job training.

Although training has been recognized in the Department as a necessary function of management for at least 30 years, the development of an expanded training program dates from the issuance, in April 1939, of the statement of Employee Training Policy prepared by a Department Committee on In-Service Training. This committee was appointed by the Secretary in response to an Executive order of June 23, 1938. Employee training in the Department received further recognition with the establishment, at the beginning of the fiscal year 1940-41, of a separate Division of Training in which were centered all training activities formerly carried on as part of the work of the Division of Qualification and Training, as well as the activities of correspondence counseling, orientation, and USDA clubs.

A unique feature of the training program of the Department is the Training Council consisting of one representative from each bureau. The work of the council during the past year was done principally through its committees on Orientation, Training in Supervision, Training in Administrative Management, Training Research Workers, Employee Handbooks, Reporting and Evaluation of Training, Pan-American Relations, Training for Defense, Department Periodical, and Secretarial Training. At its meetings, which were held semi-monthly, the council, in addition to discussing the reports of its committees and other topics affecting the training activities of the Department, invited a number of nationally known training leaders to discuss their work.

MAJOR TRAINING PROJECTS

Training projects receiving major emphasis at the Department level during the year were in the fields of administrative management,

supervision, report writing, letter writing, telephone manners, and secretarial training.

The program of training in administrative management, which was discussed in the Division's publication, "The Development of Administrators," was strengthened during the past year by the appointment of a number of outstanding academic leaders in the field of administration as collaborators in administrative management. These authorities receive no salary from the Department, but act as consultants, especially to the field offices in their territory, in planning the agenda for conferences, leading discussions at conferences, and in general assisting the bureaus and offices whenever their services are desired and they can arrange to devote the time to such programs. At present the collaborators are assisting in the formulation of a program which may serve as the basis for further training in administrative management within the Department.

The development of a training program for the improvement of supervision in the Department will be one of the major activities of the Division of Training during the coming year. This program will be based upon the recommendations of the Training Council Committee on Supervision, which devoted a full year to a study of the problem and issued two reports—one presenting the results of a survey of supervisory training activities in a number of bureaus, and the other outlining recommendations regarding a program to be developed by the Division of Training in cooperation with representatives appointed by bureau chiefs.

An intensive program in letter-writing improvement was conducted in 10 bureaus during the year. As an outgrowth of the conferences conducted in 10 bureaus, a sound slide film, a supervisor's manual, and an employee's handbook for use in letter-writing training programs have been prepared and issued by the Division of Training.

A program in report writing, based on the same principles as the letter-writing training program, was also carried on during the past year in most of the bureaus which undertook the letter-writing program. A report appraisal chart, which is part of the handbook, "Writing Effective USDA Reports," serves as a basis for the analysis and revision of reports.

A training program on the proper use of the telephone has been carried on experimentally in the Surplus Marketing Administration and is scheduled for several more bureaus this fall. This course is built around the publication, "Telephone Manners," and a supervisor's manual.

During the past year all secretaries and stenographers in the Office of Personnel took part in a series of meetings to consider specific ways in which they might increase their effectiveness. This series enabled the Division of Training to develop suggestions and materials for use by other bureaus and offices which have called on the Division for assistance in planning training programs in this field. The Training Council also has appointed a committee on secretarial training with representatives from six bureaus and offices. This committee adopted as its first project the formulation of recommendations for the introduction of the new Department Style Manual.

In all of its work, the Division of Training serves as a clearing house for information about programs carried on in various bureaus

of the Department and has also made available information obtained from the Civil Service Commission regarding training activities carried on in other departments and agencies.

The Division works closely with field offices in planning and developing training activities. Staff members of the Division visit field stations where programs are being planned and are available for consultation with field men when they come to Washington. In preparing publications and other materials for use in training programs, the Division has planned specifically for field use.

EDUCATION

As has been said, strictly educational activities are outside the official province of the Department. Yet, as respects its own employees, it has a very real interest in their development and use. This interest has been exhibited concretely by opening the facilities of the Department to the United States Department of Agriculture Graduate School. This self-supporting institution, which operates under the supervision of a General Administrative Board appointed by the Secretary of Agriculture, entered its twentieth year of service to the Department in 1941. The year was marked by a new all-time high registration, with some 3,400 individuals registering in its 140 courses. A total of 4,911 course registrations were recorded. The school participated strongly in the educational aspects of the defense program, giving special courses in such fields as metallurgy, naval architecture, and Latin-American relations. It is interesting to note that there was a very large increase in interest in the study of the Spanish language. Some 300 persons took beginning and advanced courses in this subject during the year. The school also co-operated with the Bureau of the Census to give special courses in which there were a total of more than 900 registrations.

To keep pace with the expanding scope and importance of the School's work, it was reorganized in 1941. The new organization provides for eight major departments—Biological Sciences, Physical Sciences, Public Administration, Language Aids, Engineering and Mechanical Arts, and Office Skills. Each of these departments is headed by a special committee which plans and supervises the courses of study in its particular field.

Also on the educational front, the Department continued to have educational advisers in each bureau. These people are generally senior employees of the bureaus who are available to advise their fellow employees on educational problems. This program is under the supervision of the Division of Training of the Office of Personnel.

MAXIMIZING WILL

The will to work is at once the most intangible, the most sensitive, and the most important factor affecting productivity. It cannot be measured, yet its presence or absence in an individual or a working group is enough to double or halve the output of that individual or group. The process by which this will is created or destroyed is one of the major unmapped areas of psychology. No one in the Department or anywhere else knows all of the things which go to make it up. However, from its own experience and by studying the experience of industry and other Government agencies, the Department has

learned some of the elements which go into this will and some of the conditions which must be present if it is to be preserved.

Most of the aspects of the personnel program which have already been mentioned under other headings, are also of basic importance to the enhancement of the will to work. Selection by merit, opportunity for promotion, security in the job, adjustment of the individual to his particular job—all of these parts of the employment and placement process are important, too, to morale. Understanding of the work and its goals and skilled supervision, toward the development of which a large part of the training effort in the Department is devoted, also have a vital role to play.

There are others equally essential. Adequacy and equity of pay; a chance for the employee to know where he stands; a channel for the adjustment of grievances; attention to the comfort of work surroundings, and physical health and safety; opportunities for wise use of leisure time; fair administration of discipline—to list only the most significant.

All of these elements, amalgamated somehow into an integrated whole, are necessary to produce that condition of a person working with others and liking it, without which maximum productivity cannot be attained. It is important to note that in this listing the conditions which are good from the point of view of the Department and the conditions which are good from the point of view of the employee are almost synonymous, so direct is the cause-and-effect relationship between worker satisfaction and maximum output.

MAXIMIZING WILL—ADEQUACY AND EQUITY OF PAY

The established mechanism by which the Federal Government seeks to assure that employees receive just compensation for their work is the Classification Act of 1923 as amended. This legislation sets general standards and directs that executive departments and the Civil Service Commission shall cooperate to see to it that these standards are fairly applied. To do so requires a continuous process of investigation and comparison. New jobs must be classified and old ones must be reexamined constantly to make sure that every worker is paid neither less nor more than others doing work of equal difficulty and responsibility. Central authority for doing this job in the Department of Agriculture rests in the Division of Classification of the Office of Personnel.

The impact of the National Defense Program with its resulting increase in the fluidity of work assignments and employment was felt in this Division as in other units of the Office of Personnel. Thus, the total number of classification actions handled was 63,627 during 1941 as compared with 43,734 in 1940, an increase of over 45 percent.

During the last quarter of the fiscal year an arrangement was made with the Classification Division of the Civil Service Commission which has reduced very considerably the average time required to secure final approval of the allocations of positions in the departmental service. A representative of the Commission has been placed in the Department on a full-time basis, with authority to review and approve most types of classification actions.

Increasing emphasis throughout the fiscal year was placed upon the proper classification and compensation of positions in the field

service, where the Secretary has final authority and responsibility in classification matters. Department-wide field classification surveys were undertaken in the San Francisco Bay area and other localities in California where employees are concentrated; at Denver, Colorado, and Amarillo, Tex.; and a survey was completed at the Beltsville Research Center. About 3,500 positions were covered in these surveys. In addition, surveys were begun of all professional and sub-professional positions in the Bureau of Animal Industry, about 4,000 in number; of all classes of fire-control positions in the Forest Service, exceeding 3,000 in number; and of all positions in the various libraries of the Department. A major object of these latter three surveys is the development of class specifications.

Work was advanced on several projects concerned with pay rates in the field service, particularly the rates of those excepted from the pay scales of the Classification Act of 1923, as amended. A minimum wage policy was announced by the Secretary, providing a minimum rate of 30 cents an hour for practically all employees of the Department. Thus departmental laborers were given rights similar to those established by law for employees of private industries.

A study was begun of pay differentials for employees stationed outside the limits of the continental United States. Preliminary work was also begun on the development of a policy and procedures to govern the fixing of rates of pay of positions not required to be paid in accordance with the Classification Act of 1923, as amended. A survey was made of existing records, forms, procedures, and regulations used in processing classification actions, and steps were taken to revise the system to insure greater efficiency and effectiveness. It is estimated that about 2 years will be required to complete the projected changes. To help make up for depletions of the technical staff of the Division, a systematic training program for beginners in classification work was begun.

The general increase in wages and opportunities for employment outside the Government service, the numerous openings in new defense agencies, and steadily rising costs of living combined during the year to make the problems of classification and salary administration in the Department of critical importance. Similar conditions during the World War, prior to the establishment of equitable classification and pay plans, led to chaos in salary administration throughout the Government service and widespread demoralization of employees. Proper administration of the Classification Act of 1923, as amended, and related policies should do much to prevent inequities in pay and a recurrence of the demoralizing situation that arose during the period of the World War.

MAXIMIZING WILL—KNOWING WHERE YOU STAND

High among the elements making for good morale is an opportunity for an employee to know where he stands, what his boss thinks of him, whether he is improving or slipping in his work. The service or efficiency rating system of the Federal Government is designed to satisfy this need of the employee together with the corollary need of the administrator for an objective summarized judgment of the relative merits of employees, to be used in making decisions as to promotions, lay-offs, and reassignments.

The efficiency rating system now in use was established in 1935 under the authority of the Classification Act of 1923. It succeeded a more complex system which has been in use since 1924. The present system was extended to the field in 1940. Thus it has been in operation in the Department for some 6 years in Washington and 2 years in the field. Throughout this period and particularly in recent years, the Department has diligently sought to increase the usefulness of the system and minimize its drawbacks. These efforts have been in three main directions—toward extended coverage, toward common objective rating standards, and toward greater publicity and use of results.

Sixty-five thousand employees in Washington and the field were rated in 1941. In 1942 when the ratings are extended upward to cover even bureau chiefs, as is now planned, and the Ramspeck Civil Service Act becomes effective, bringing many employees now excepted under the system, the coverage will be, for practical purposes, complete.

In the effort to secure objectivity and common standards in ratings the Department conducted an intensive program of conferences among raters. A revised Efficiency Rating Manual setting forth the methods and standards to be used was issued in 1941. The distribution of adjective ratings in Washington obtained after this effort was: Excellent, 24.40 percent; very good, 54.91 percent; good, 19.65 percent; fair, 0.97 percent; and unsatisfactory, 0.07 percent.

Field ratings in 1941 were somewhat better distributed. Some 10.26 percent of the 51,669 field employees rated were rated excellent; 52.02 percent, very good; 34.40 percent, good; 2.89 percent, fair; and 0.43 percent, unsatisfactory. The variation in ratings from bureau to bureau was somewhat less than in prior years, but continued to be wide. Thus the percentage of "excellent" ratings in Washington and the field ranged from 7 percent in the lowest bureau to 39 percent in the highest. The percentage of "good" ratings ranged from 8 percent to 55 percent.

Particularly vigorous efforts were made in 1941 to assure publicity of ratings. A Department-wide summary was published for the third successive year. A detailed form notifying the employee of his rating was developed, and his right to examine the original rating sheet was emphasized. Supervisors were encouraged to use the rating as an opportunity for a constructive discussion with each employee of his progress and shortcomings.

Provision for appeal of efficiency ratings was made with Efficiency Rating Committees in each bureau and each field region of each of the larger bureaus. Further appeal under procedure established by Memorandum 753 was provided and used. The Ramspeck Act, creating a three-man board of efficiency review with one member elected by employees, one appointed by the Department, and one appointed by the Civil Service Commission, was passed in 1941. It is expected that this new board will largely supplant 753 appeals for ratings. The ratings will take on new importance in 1942 because of their relation to the automatic promotion provisions of the Ramspeck Act.

In spite of all these efforts toward improvement, the present efficiency rating system cannot be said to be effective in achieving the ends for which it was designed. Moreover, it does not seem likely

that the present system can be made truly effective by any conceivable future improvements in its administration.

The weaknesses in the present system are inherent in its attempt to assign specific numerical values to general impressions. The supervisor who makes the rating generally evaluates his employees only in very general terms. When asked to express more refined judgments the supervisor is lost, and the ratings he gives are neither particularly objective nor particularly informative. Training and oratory can reduce but can never eliminate this very natural way of thinking.

These inherent weaknesses in the present system can be eliminated by changing it in either of two directions. The first and simplest solution would be to concede that refined judgments are not possible with the tools now available and to let formal ratings express only the real level of supervisory judgment. This would mean a rating system with only three, or at most four, adjective ratings—Outstanding, Satisfactory, and Unsatisfactory, with a possible probationary half-step between the last two. Any attempt at qualitative or numerical break-downs within this rating would be abandoned. It would then be necessary to trust to informal supervisory action to keep the employee posted on details of his progress and to trust to administrative discretion in making specific decisions as to which employees are to be promoted or laid off in those cases where the general ratings did not provide a sufficient guide.

The other method of remodeling the rating system would be the development of a truly objective and analytical rating technique. Such a technique would have to be based on a specific description of behaviors rather than abstract qualities. Fixed values of certain sets of behaviors in certain jobs would have to be preassigned by a consensus of raters and employees. Such techniques have been used experimentally in the Department and elsewhere. To develop such a system for general use would be very difficult and, once developed, it might prove impossibly cumbersome in operation.

The Department will, of course, continue to do its best to make the present system work as long as it is embodied in law and regulation. It will, however, press for revision of the system in one or another of the directions described.

MAXIMIZING WILL—EMPLOYEE RELATIONS

In spite of all efforts to fit employees to their jobs, develop good supervision, achieve equitable salary administration, handle efficiency ratings fairly, and do all the other things that make for a satisfactory working situation for every employee, some maladjustments will inevitably arise in an organization as large as the Department of Agriculture. If these sore spots remain undiscovered and unremedied they will spread and operate to reduce the working effectiveness not only of the people originally involved but also of all those who work with them.

The first step in curing such maladjustments, then, is to provide a channel by which they can be brought into the open. The simplest and most widely useful channel should be and is the regular direct

line of supervision. Where supervisors are available and sympathetic in hearing suggestions and complaints from employees, little or no formal grievance machinery will be necessary. No one knows how many thousands of minor maladjustments were remedied in the Department in the past year simply by understanding supervision. Certainly it was a very high percentage of those which arose. Where this method failed, many more cases were settled by informal discussions with and action by bureau and departmental personnel officials.

Some grievances, however, cannot, for various reasons, be adjusted by these informal processes. To handle these the Department has established formal appeals machinery under Memorandum 753. This gives every employee the right to have his grievance heard by an impartial board. Eighty-nine boards of appeal were organized by bureaus under this machinery during 1941. Sixty-four of these were in the Field Service and 25 in Washington. This compares with a total of 25 boards the year previous, of which 13 were in the Field Service and 12 in Washington. One case was still pending on June 30. Of the 89 cases heard by boards of appeal organized by bureaus, 37 were decided in favor of employees and 52 in favor of the bureaus. In only 5 instances did bureaus not follow the unanimous or majority recommendations of these boards.

Twenty cases previously heard by these boards and decided by bureau chiefs were further appealed to the Director of Personnel, compared to 4 cases the previous year. The Director sustained the bureaus in 15 of these cases and reversed 3 in favor of the employees. Two appeals were still pending as the year ended. Nine appeals from the Director's decision were made to the Secretary who sustained 8. One case was still pending as the year closed.

Sixty-eight bureau boards rendered unanimous recommendations, 19 were divided 2-1 and each of the 3 members on 2 boards submitted separate recommendations. Approximately 90 percent of the total appeals for the year related to efficiency ratings and the remainder concerned terminations of appointment and miscellaneous causes.

The revision of Memorandum No. 753 on April 4, 1940, in which time limits were imposed for the different stages of appeal was an important step toward expediting the hearing of cases which reached boards of appeal. Much time was saved in disposing of appeals as a result of this change. Another time-saving provision was that which gave the Director the option to decide appeals to him on the basis of the records of previous hearings, and to organize new boards of appeal only in those instances where the records are incomplete. Only three boards of appeal were set up by the Director during the year. Other changes in the Memorandum helped to clarify many procedural and policy questions which were raised prior to the revision.

Both the informal and formal grievance procedures described are deficient in the sense that they only come into operation when an employee's dissatisfaction has reached a stage where he is irritated enough to take the initiative in making a complaint. In many cases the maladjustment has stood so long by this time that it is too late to cure it. Realizing this, more and more progressive private industries are turning to positive methods of discovering potential sore spots before they reach the stage of an actual grievance. Among the

more common ways of doing this are through questionnaires which give employees a chance to say what they think about conditions surrounding their work at regular intervals, and the employment of counselors. The Office of Personnel and several individual bureaus have experimented with questionnaire and counseling techniques in 1941 and plans are under way to begin more extensive use of these devices in the near future.

Also on the positive side of employee relations work are efforts to secure the cooperation of employees in the formulation of personnel policies. Officials of employee unions were consulted and committees of employees were formed to assist in the consideration of several changes in personnel policy in 1941. In determining the method of organizing boards of review under the Ramspeck Act, a representative sample of Washington employees were polled as to their preferences on the number of boards, method of nomination and election, qualifications of board members, and other related questions. The results of this survey were transmitted to the Civil Service Commission and were largely followed in the rules finally established.

MAXIMIZING WILL—SAFETY AND HEALTH

All of the factors making for good working conditions which have been mentioned so far have to do with the psychological well being of the people who work for the Department. Equally important if maximum productivity is to be maintained is their physical welfare. Programs to prevent injuries and illness can be more than justified on the purely dollars-and-cents grounds of the reduction in compensation and sick leave costs which they produce, as well as on humanitarian grounds. Beyond these are the gains in work effectiveness which come from freedom from fear of accidents and reduction of minor illnesses.

Safety work in the Department is a joint responsibility of the Safety Section of the Office of Personnel, acting as a center for stimulating and assisting bureau programs and exchanging information, and the bureaus themselves.

During the fiscal year ending June 30, 1941, continued progress was made in reducing the Department's accident frequency. The accident frequency of the past fiscal year was 21 percent under that of the previous year and accidental fatalities were reduced by 31 percent. It is estimated that the reduction in accidents which has been achieved over the past several years results in an annual saving of over \$500,000 to the Government in compensation costs, medical expenses, and costs of property damage alone.

The most common causes of accidental fatalities were falling objects and vehicular accidents. Non-fatal injuries are chiefly caused by falls of persons, handling objects, and falling objects. Most of these accidents are preventable and the Department plans to continue its vigorous efforts to see that no means of accident prevention are neglected.

The safety program within the Department has been so successful that the Department is now planning to embark on a general farm safety campaign. Already considerable research on the causes of accidents on the farm has been undertaken by the Safety Section of

the Office of Personnel, and farm safety conferences and publications are planned.

On the health side of the physical welfare picture, the Department's efforts have been less vigorous. The Office of Personnel continued to operate six emergency rooms in Washington and one in Beltsville. Some 44,345 individual cases were handled by the nursing staff in 1941. The Department attempted without success to secure budgetary authority to employ a qualified physician to supervise a positive health improvement program among employees. Since the potential benefits to be derived from the reduction of sick leave and other gains which would result from an educational program in this area seem to far outweigh the probable costs involved, the Department will continue its efforts to secure the necessary authority.

An increasing number of Washington employees of the Department were members of the Group Hospitalization and Group Health organizations. Approximately 5,000 employees were members of the former, while Group Health had almost 800 members in the Department.

MAXIMIZING WILL—EMPLOYEE WELFARE

Many things which have nothing directly to do with the job or conditions surrounding it can detract significantly from a worker's ability to do his best on the job. Among the most important of these deterring factors are personal financial insecurity and lack of opportunities for wise use of leisure time. The Department, therefore, encourages efforts of employees to organize among themselves to attack these problems.

As bulwarks against financial insecurity, Department employees have organized the Credit Union, and the Department of Agriculture Beneficial Association. On June 30, 1941, the Credit Union had 2,556 members. It had 1,686 loans outstanding, totaling \$128,106.74. Total savings of the members amounted to \$154,201.48.

The Beneficial Association operates a group insurance plan, giving lower income Department employees life and disability insurance at low rates. On June 15, 1941, the Association had 14,361 members, an increase of almost 400 over the preceding year. These members carried insurance totaling \$12,101,994. A total of 125 claims with benefits amounting to \$131,461 were paid in the fiscal year.

The Department of Agriculture Welfare Association has to do with beneficial and recreational activities as well as its main function of operating the cafeterias and lunchrooms in the Department, and an employee's store and parking lot. 1,711,093 meals were served in the cafeterias during the fiscal year 1941, an increase of about 200,000 over the preceding year. The cafeterias are operated on a nonprofit basis. One half of the net proceeds are paid to the Government as compensation for the space and services provided. The remainder of the proceeds are used to give emergency loans or gratuities to employees in serious need and to finance various employee recreational activities. Ninety-one emergency loans, totaling \$7,806, were made in 1941, and grants totaling \$1,672 were made to athletic, dramatic, musical and other recreational organizations.

The provision of opportunities for wise use of leisure time is a particularly pressing problem in Washington during the present period

of expansion and overcrowding. To contribute to the solution of these problems, Department employees have organized and were active in such groups as the Agriculture Recreation Association, the Agriculture Players, the Orchestra and Symphonic Choir, the Chorus, and many special interest clubs. Several bureaus have similar organizations of their own.

All in all, however, the present state of participation in employee activities does not present an encouraging picture. Compared to the apparent need and the possible benefits to be derived, present participation is almost negligible. Moreover, enthusiasm seems to be declining from year to year. The difficulty does not seem to be a lack of innate interest, but rather lies in a lack of leadership and the lack of an organization large enough and well enough coordinated to awaken this interest to active participation. During 1941 a series of conferences of employees and Department officials led to the development of concrete plans for overcoming these difficulties. Efforts will be made to put these plans into practice in the coming year.

MAXIMIZING WILL—ADMINISTRATION OF DISCIPLINE

A large organization cannot run without rules. Some of these rules must relate to the conduct of employees as representatives of the organization. When these rules are broken, disciplinary action must be taken. If discipline is too loose the rules will be worthless. If it is too stringent or if it is not administered fairly, with equal penalties for equal offenses, morale will be undermined.

In these simple propositions lie the major reasons for the existence of the Division of Investigations of the Office of Personnel. This Division reviews all proposed formal disciplinary actions, making field investigations where necessary, and makes recommendations as to the type of such action which it feels to be warranted in the light of the facts of the particular case and the penalties which have been imposed in other similar cases. Since it has a well-trained investigating force, the Division is also called upon to make periodic inspections of field stations and to conduct miscellaneous investigations at the request of the Secretary and the bureaus.

In 1941 the Division conducted 136 personnel, 28 CCC camp, and 316 special investigations. This total of 480 investigations was an increase of some 44 percent over the number made in the preceding year. Altogether the Division gave consideration to a total of 1,094 cases, most of which were for the imposition of disciplinary penalties on account of delinquency, misconduct, and fiscal and other irregularities on the part of employees.

The year's work resulted in 1,278 separate personnel actions.

MAXIMIZING WILL—SELECTIVE SERVICE

A special problem affecting employee morale and requiring careful handling to assure equitable administration was presented in 1941 by the question of selective service deferments. The Department as an employer was entitled under the act to request deferments of employees it deemed to be essential. To assure that this general standard would be interpreted in the same way throughout the Department, a Department-wide board, headed by the Chief of the Division of Employment, was established. This board reviewed all requests

for deferment arising in the Department and sought to apply a uniform standard to them all.

IMPROVING ORGANIZATION AND METHODS

The third basic factor necessary to achieve maximum productivity is effective organization and methods. The most able and willing group of employees in the world could produce little if they had to work in a confused organizational structure or use cumbersome methods. Again bad organization can in itself create low morale. To provide proper attention to the personnel aspects of these problems at the departmental level, the Office of Personnel has established the Division of Organization and Personnel Management.

This Division makes studies of entire bureaus or offices, or of divisions within the bureaus or offices; or of inter- or intra-bureau relationships and procedures, upon the request of the line officials concerned, or of the Secretary or Director of Personnel. These studies seek to assure that there are proper allocations of functions, assignment of duties, lines of authority, areas of authority, delegation of responsibilities, relationship of administrative service to program phases, Washington-field relationships, regional relationships, and flow of work. The Division also reviews organizational changes as required by Regulation 2312, and maintains current organizational charts of all parts of the Department. In all of this work the Division works in cooperation with other divisions of the Office of Personnel and with groups outside the Office. Major studies were made during the year in the Bureau of Entomology and Plant Quarantine; the Department library system; the Commodity Exchange Administration; the Office of Personnel; the immediate Office of the Secretary; the Divisions of Administration and Land Economics in the Bureau of Agricultural Economics; the Commodity Credit Corporation; State offices of the Agricultural Adjustment Administration; the legal and library services of the Rural Electrification Administration; and the Bureau of Animal Industry. The Division also participated in the consideration of such Department-wide problems as the organization of flood control work; the general organization of the Department at the county level; the decentralization of the Department; and the adjustment of Department programs and budgets to defense needs.

The Division also undertakes detailed studies of procedures for the Office of Personnel itself.

BEHIND THE SCENES—RECORDS

All of the activities of the Office of Personnel discussed so far are first-line activities in the sense that, in one way or another, they directly affect people in their jobs. To make these direct activities possible, a whole range of behind-the-scenes efforts must be carried on. There is, for example, the exceedingly large-scale and difficult task of maintaining up-to-date records on all of the 90,000-odd direct employees of the Department. Responsibility for this task at the departmental level is assigned to the Service Records Section of the Division of Employment. To make the information contained on these records useful for administrative purposes requires that they be

treated statistically. The Statistical Section of the Division of Employment is responsible for this part of the job.

In both record keeping and statistics considerable progress was made in 1941 in the refinement of techniques and the elimination of unnecessary activities. The problem of keeping leave records for small bureaus was attacked through the establishment of a leave pool operating in the Division of Employment.

Despite the improvements which have recently been made, record keeping and statistical work, while certainly necessary and efficiently performed, continue to absorb what seems to be an unduly large proportion of the substance of the Office of Personnel. There is need for a further reexamination to the end that no record shall be kept which does not make a provably worthwhile contribution to effective administration, and that no record shall be duplicated except where absolutely necessary.

BEHIND THE SCENES—COMMUNICATIONS

The personnel program of the Department is based on a complex mass of legislative and administrative rulings established by the Congress, the President, the Civil Service Commission, the Comptroller General, the Attorney General, the Secretary, the Solicitor, and the Office of Personnel. The effective operation of the personnel program requires that full and current information on these requirements be available to the personnel and operating officials of the Department, and, in many instances, to the employees as a whole. Prior to 1941 there was no central unit responsible for collecting and transmitting this necessary information. Each functional division of the Office of Personnel handled the drafting of informational materials relating to its own area of operation. Inevitably some overlapping, gaps, and confusion in the communications system resulted. In 1941 central responsibility for administering the whole communications system as it relates to personnel matters was assigned to the Division of Organization and Personnel Management. Five main informational series, each serving a specific purpose, constitute this system. They include Departmental Regulations, Secretary's Memoranda, Personnel Circulars, Personnel Memoranda, and Personnel Bulletins.

During the year the new memoranda, revisions, or supplements issued under these headings included 82 Personnel Circulars, 54 Memoranda to Chiefs of Bureaus and Offices, 15 Departmental Regulations, 12 Secretary's Memoranda, and three Personnel Bulletins. Through its membership on the Committee on Administrative Memoranda, the Division contributed the results of its experience in this field to other Department agencies having similar problems.

BEHIND THE SCENES—RESEARCH

In personnel administration as in other areas of human endeavor there are two main margins of progress. First is the practical problem of bringing what we actually do to the level of the best we know how to do. Second is the equally important task of expanding the limits of our knowledge. The preceding sections of this report have described current efforts and plans in the first of these areas. The Office of Personnel has also concerned itself, insofar as its means per-

mit, with the second. In the past year the Division of Organization and Personnel Management, which is responsible for this part of the program of the Office of Personnel, undertook major research studies in several areas, including the development of techniques for objectively auditing personnel practices, and measuring morale. Scientific measurement techniques were also used in an experimental study of the effect of a change from a five-and-a-half day, 39-hour work-week, to a five-day, 40-hour week on the productivity and morale of a sample unit of Department employees. The findings of this study will be available shortly and will be transmitted to the Bureau of the Budget and to the Congress.

In the coming year the Division hopes to look into even more fundamental areas of personnel knowledge. Studies of the actual behavioristic content of administration and the differences in behavior of effective and ineffective administrators are planned. Further efforts to determine the specific effect of various changes in working conditions will be undertaken.

SPECIAL NOTE

In past years it has been the practice to include as part of this Annual Report detailed tables showing the number and distribution of Department employees, personnel actions, etc. These tables have been eliminated from the present volume in the interest of economy. They have, however, been prepared separately in mimeographed form and are available upon request from the Office of Personnel, United States Department of Agriculture.

GLOSSARY

Classified civil-service positions are those which must be filled in accordance with the Civil Service Rules and Regulations.

Excepted by law positions are those that can be filled without regard to the Civil Service Rules and Regulations and are authorized by special acts of Congress.

Excepted employees are those who do not have a competitive classified civil service status obtained through open competitive examination or by legislation or Executive Order. Excepted employees may be appointed under authority of Schedule A of Civil Service Rules, Executive order or statute.

Executive Order (E. O.) grades apply to the salary schedule as set up by the President in Executive Order 6746 for positions in agencies established during the economic emergency.

Force account employees are those engaged for a specific construction, repair, or maintenance job, which a Government agency does itself. A large part of them are temporary employees and practically all are paid on a per diem basis.

Letter of authorization employees are those in the field service appointed under special authority delegated by the Secretary for such emergencies as forest fires, planting, harvesting, plant and animal disease epidemics, etc. Generally, letter of authorization personnel cannot be employed in excess of 30 days in any one year. These employees are not reported to the Office of Personnel for record purposes, other than a count of the number appearing on the pay roll during the last pay-roll period of each month.

Schedule A of the civil-service rules excepts from examination certain positions which would otherwise be subject. It consists of positions where it is not expedient or practical to make appointments upon competitive examination. However, appointments made under schedule A are subject to the approval of the Civil Service Commission.

Secretarial appointments are those made directly by secretarial approval or delegated secretarial approval and reported to the Office of Personnel for record purposes.

Section 8, of civil-service rule II provides that since there are a few (highly specialized and technical) positions for which qualified persons are extremely rare the interests of good civil-service administration do not require that such positions be filled through open competitive examination.

Status quo employees are those who, although they have not acquired a civil-service status, have been retained in positions which have become subject to classified civil-service requirements. Status quo is authorized by the last paragraph of section 6, civil-service rule II.

Unclassified positions are those occupied by unskilled laborers and not allocated by grades in accordance with the Classification Act of 1923 as amended, or the Executive Order 6746. These positions come within the labor rules promulgated by the President.



